

## Message Text

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ACTION ACDA-10

INFO OCT-01 EUR-12 ISO-00 ERDA-05 CIAE-00 H-02 INR-07

IO-10 L-03 NSAE-00 OIC-02 OMB-01 PA-01 PM-04 PRS-01

SAJ-01 SAM-01 SP-02 SS-15 USIA-06 TRSE-00 NSC-05 EB-07

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TO SECSTATE WASHDC 4000

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INFO USDEL MBFR VIENNA

AMEMBASSY BONN

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USNMR SHAPE

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S E C R E T USNATO 5572

E.O. 11652: GDS

TAGS: PARM NATO MBFR

SUBJECT: MBFR: GUIDANCE TO AHG ON DEFINITION OF FORCES

REF: USNATO 5561 DTG 131135Z OCT 75

1. THIS MESSAGE TRANSMITS THE FULL TEXT OF THE GUIDANCE TO AHG  
ON DEFINITION OF FORCES APPROVED BY NAC BY SILENCE PROCEDURE ON  
OCTOBER 13.

2. BEGIN TEXT:

C-M(75)53

MBFR: DEFINITION OF FORCES

THE AD HOC GROUP SHOULD CONTINUE THE FORCE DEFINITION  
DISCUSSION WHICH WAS AUTHORIZED BY THE COUNCILS GUIDANCE OF  
14TH OCTOBER, 1974(1). IN THEIR DISCUSSIONS WITH THE WARSAW  
PACT, THE ALLIED NEGOTIATORS SHOULD MAKE THE FOLLOWING POINTS.

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1. ALLIED AUTHORITIES HAVE ONCE AGAIN REVIEWED THE  
EASTERN PROPOSAL ON FORCE DEFINITION.

2. THE ALLIES AGREE THAT, FOR PURPOSES OF THE MBFR

NEGOTIATIONS, THERE SHOULD BE AGREED DEFINITIONS OF FORCES WHICH SHOULD BE WITHOUT PREJUDICE TO THE NEGOTIATING POSITIONS OF EITHER SIDE.

3. FOR THEIR PART, THE ALLIES MAINTAIN THE GENERAL PRINCIPLE OF FORCE DEFINITION AS THE CRITERION OF SERVICE UNIFORM.

4. THE EAST HAS ASSERTED THAT THERE ARE THREE SPECIFIC ANOMALIES ARISING UNDER THE ALLIED UNIFORM APPROACH. THE ALLIES CONTINUE TO SEE DIFFICULTIES IN THE FUNCTIONAL APPROACH CONTAINED IN THE EAST'S DEFINITION. SUCH AN APPROACH CREATES ITS OWN ANOMALIES. IN VIEW OF THESE DIFFICULTIES (2) AND IN THE ABSENCE OF A DATA EXCHANGE, IT DOES NOT APPEAR POSSIBLE AT THIS POINT TO REACH EARLY AGREEMENT ON ALL ASPECTS OF DEFINITIONS OF FORCES. IT WOULD HOWEVER, BE AN ADVANCE IF THE EAST WERE TO AGREE NOW ON WHAT THE GOALS OF AN AGREED DEFINITION SHOULD BE. IN THE ALLIED VIEW THEY SHOULD BE AS FOLLOWS:

A. FIRST, TO ASSURE (AS THE UNIFORM APPROACH DOES) THAT ALL ACTIVE DUTY MILITARY PERSONNEL IN THE ARMED FORCES OF NATO AND THE WARSAW PACT - EXCEPTING NAVAL PERSONNEL - IN THE AREA OF REDUCTIONS ARE COVERED BY THE DEFINITION AND THAT ONLY SUCH PERSONNEL ARE COVERED. THIS EXCLUDES RESERVISTS, CIVILIANS AND THE PERSONNEL OF OTHER UNIFORMED ORGANIZATIONS EQUIPPED WITH WEAPONS.

FOOTNOTES:

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(1) REFERENCE IS MADE TO ANNEX B TO C-M(74)63(FINAL) OF 14TH OCTOBER 1974

(2) FOR INFORMATION OF AD HAC GROUP ONLY: MBFR WORKING GROUP STUDIES HAVE SHOWN THAT A PURELY FUNCTIONAL APPROACH TO FORCE DEFINITION COULD LEAD TO MANIPULATION OF FORCE CATEGORIES, THEREBY COMPLICATING ALLIED EFFORTS TO PURSUE OUR FUNDAMENTAL GOALS IN THE NEGOTIATIONS. REFERENCE: AC/276-D(75)8 OF 12 SEPTEMBER 1975; SEE ALSO AC/276-D(74)8

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B. SECOND TO DISTINGUISH, EITHER REGARD TO ALL THOSE MILITARY PERSONNEL INCLUDED IN THE DEFINITION IN A) ABOVE, BETWEEN AIR FORCES AND GROUND FORCES. (AGREEMENT ON THIS GOAL DOES NOT IMPLY AGREEMENT ON THE METHOD OF ACHIEVING IT.)

5. AS REGARD THE THREE TYPES OF FORCES RAISED BY THE EAST GROUND BASED TERRITORIAL (I.E. AREA) AIR DEFENCE, HELICOPTER AND SSM PERSONNEL - WAYS WILL HAVE TO BE FOUND TO RESOLVE THE DIFFICULTIES IN THESE THREE SPECIFIC CASES. AFTER THERE HAS BEEN AN EXCHANGE OF DATA, ALLIED NEGOTIATORS MIGHT BE PREPARED TO DISCUSS, AS ONE OF SEVERAL POSSIBLE SOLUTIONS, A SOLUTION THAT, IN THE CASE OF THESE THREE TYPES OF FORCES, WOULD ASSIGN SIMILAR FORCES TO THE SAME FORCE CATEGORY, EITHER GROUND OR AIR FORCES, ON BOTH SIDES. HOWEVER NO JUDGEMENT CAN BE MADE

UNTIL THE RELEVANT DATA HAVE BEEN MADE AVAILABLE AND IT IS POSSIBLE TO ASSESS THE NUMERICAL EFFECT OF THE CATEGORISATIONS OF OVERALL FORCE TOTALS. CONSEQUENTLY, ALIED RECOGNITION OF THE NEED TO RESOLVE THE DIFFICULITES IN THESE THREE SPECIFIC CASES DOES NOT CONOTE ALLIED AGREEMENT AS TO THE SPECIFIC DISPOSITION OF EACH OF THE THREE CASES, NOR DOES IT COMMIT THE ALLIES IN ANY WAY WITH RESPECT TO OTHER ANOMALIES THE EAST MIGHT SUBSEQUENTLY ASSERT EXIST UNDER THE ESTERN UNIFORM DEFINITION. WITH RESPECT TO THE THREE SPECIFIC CASES ALREADY RAINSED BY THE EAST, ALLIED NEGOTIATORS SHOULD EMPHASISE THAT SOLUTIONS OTHER THAN THOSE SUGGESTED BY THE EAST CAN BE ENVISAGED.

6. THE ALLIES ARE WILLING TO DISCUSS THE THREE FORCE ANOMALIES CITED BY THE EAST FURTHER AT THE APPROPRIATE TIME. HOWEVER, THE ALLIES ARE NOT PREPARED TO AGREE TO CHANGES IN FORCE CATEGORISATION UNTIL THERE HAS BEEN A GENERAL EXCHANGE OF DATA. THE NUMEICAL EFFECTS OF SUCH POSSIBLE CHANGES CANNOT CLEARLY BE UNDERSTOOD UNTIL AN EXCHANGE OF DATA HAS TAKEN PLACE. IT IS NOT SUFFICIENT FOR THE EAST TO STATE THAT BOTH SIDES KNOW HOW MANY MEN ARE INVOLVED. THE FACT OF THE MATTER IS, AS DEMONSTRATED BY THE DEFINITIONS DISCUSSIONS THEMSELVES, THAT THE TWO SIDES DO NOT KNOW WHAT THE OTHER SIDE COUNTS INITS DATA. ALLIED AUTHORITIES CANNOT BE EXPECTED TO RESPOND TO A RPOPOSAL WITHOUT KNOWING EXACTLY WHAT ITS EFFECTS MIGHT BE. THEREFORE, THE ALLIED NEGOTIATOES SHOULD PRESS THE EAST TO PROVIDE THE NECESSARY DATA RELATING TO THOSE PERSONNEL WHOM THE EAST WISHES TO SEE

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RECATEGORISED AND TO SHOW HOW THIS WOULD AFFECT TOTAL MANPOWER FIGURES.

7. THE ALIES ENVISAGE THAT THE EXCHANGE OF DATA SHOULD BEGIN WITH EACH SIDE TABLING THE OVERALL TOTALS FOR GROUND FORCE MANPOWER AND FOR AIR FORCE MANPOWER, EACH USING ITS OWN DEFINITIONS. INITIAL DISCUSSION SHOULD FOCUS ON CLARIFYING THE REASONS FOR ANY DIFFERENCES BETWEEN THE RESPECTIVE OVERALL TOTALS.

8. ONLY AFTER SCH DISCUSSION HAS TAKEN PLACE, ENABLING THE TWO SIDES TO EVALUATE THE SPECIFIC EFFECTS OF ANY SUGGESTED CHANGES IN THE CATEGORISATION OF FORCES, COULD THE ALIES CONCISER REACHING AGREEMENT ON A SPECIFIC RESOLUTION OF THE THREE DISPUTED CASES. END TEXT. STREATR

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